

# City of Orland

## Introduction to Districting

March 17, 2026

# Election Systems

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1. “At Large”
2. “From District” or “Residence” Districts
3. “By District”

**The California Voting Rights Act  
was written to specifically  
encourage by-district elections.**

# California Voting Rights Act (CVRA)

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- ❑ Under the Federal Voting Rights Act (passed in 1965), a jurisdiction must fail 4 factual tests before it is in violation of the law.
  
- ❑ The California VRA makes it significantly easier for plaintiffs to force jurisdictions into “by-district” election systems by eliminating two of the US Supreme Court Gingles tests:
  - ~~❑ Can the protected class constitute the majority of a district?~~
  - ❑ Does the protected class vote as a bloc?
  - ❑ Do the voters who are not in the protected class vote in a bloc to defeat the preferred candidates of the protected class?
  - ~~❑ Do the “totality of circumstances” indicate race is a factor in elections?~~
  
- ❑ Liability is now determined only by the presence of racially polarized voting and dilution of the protected class’s voting strength

# CVRA Impact

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- **Switched (or in the process of switching) as a result of CVRA:**
  - At least 343 school districts
  - 46 Community College Districts
  - 209 cities
  - 1 County Board of Supervisors
  - 78 water and other special districts.
- **Palmdale, Santa Clara and Santa Monica fought “on the merits.”**
  - Santa Monica: back in Superior Court.
  - Palmdale spent about \$1.8 million, Santa Clara \$1.37 million, and Santa Monica over \$12 million, just on their defense.
  - Santa Monica plaintiffs requested \$22 million
  - So far, no jurisdiction has won a case.
  - Huntington Beach and Burbank trials scheduled.
- **Key settlements:**
  - Palmdale: \$4.7 million
  - Santa Clara: \$3.8 million
  - Modesto: \$3 million
  - Highland: \$1.3 million
  - Anaheim: \$1.1 million
  - Whittier: \$750,000
  - Santa Barbara: \$600,000
  - Tulare Hospital: \$500,000
  - Camarillo: \$233,000
  - Compton Unified: \$200,000
  - Madera Unified: about \$170,000
  - Hanford Joint Union Schools: \$118,000
  - Merced City: \$42,000
- **An estimated \$20 million in total settlements and court awards so far.**

# Districting Process

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| Step  | Description  |
|---|--|
| <b>Adopt Resolution</b>                                 | Approve resolution of intention within 45 days of demand letter.   |
| <b>Two Initial Hearings</b><br>March 3 & March 17       | Held prior to release of draft maps.<br>Education and to solicit input on the composition of districts.  |
| <b>Submit draft maps</b><br>March 27                    | Deadline for residents to submit <b>initial</b> draft maps for Council consideration at the April 7 hearing.<br>(April 10 submission deadline for consideration at the hearing on April 21.) |
| <b>Post draft maps online</b><br>March 31               | Maps must be posted at least 7 days prior to consideration at a Council hearing.   |
| <b>Two hearings on draft maps</b><br>April 7 & April 21 | Two meetings to discuss and revise the draft maps and to discuss the election sequence.  |
| <b>Map adoption</b><br>May 5                            | Map adopted via ordinance or resolution.<br>Final map must be posted at least 7 days prior to adoption. Adopt within 90 days of Resolution of Intention.                                     |

# Districting Rules and Goals

## 1. Federal Laws

**Equal Population**  
**Federal Voting Rights Act**  
**No Racial Gerrymandering**



## 2. California Criteria

*In prioritized order:*

1. **Geographically contiguous**
2. **Avoid division of neighborhoods and “communities of interest”**  
(Socio-economic geographic areas that should be kept together)
3. **Easily identifiable boundaries**
4. **Compact**  
(Do not bypass one group of people to get to a more distant group of people)

## 2. California Prohibition

“Shall not adopt election district boundaries for the purpose of favoring or discriminating against an incumbent, political candidate, or political party.”

## 3. Other Traditional Redistricting Principles

**Future population growth**

# Demographic Summary

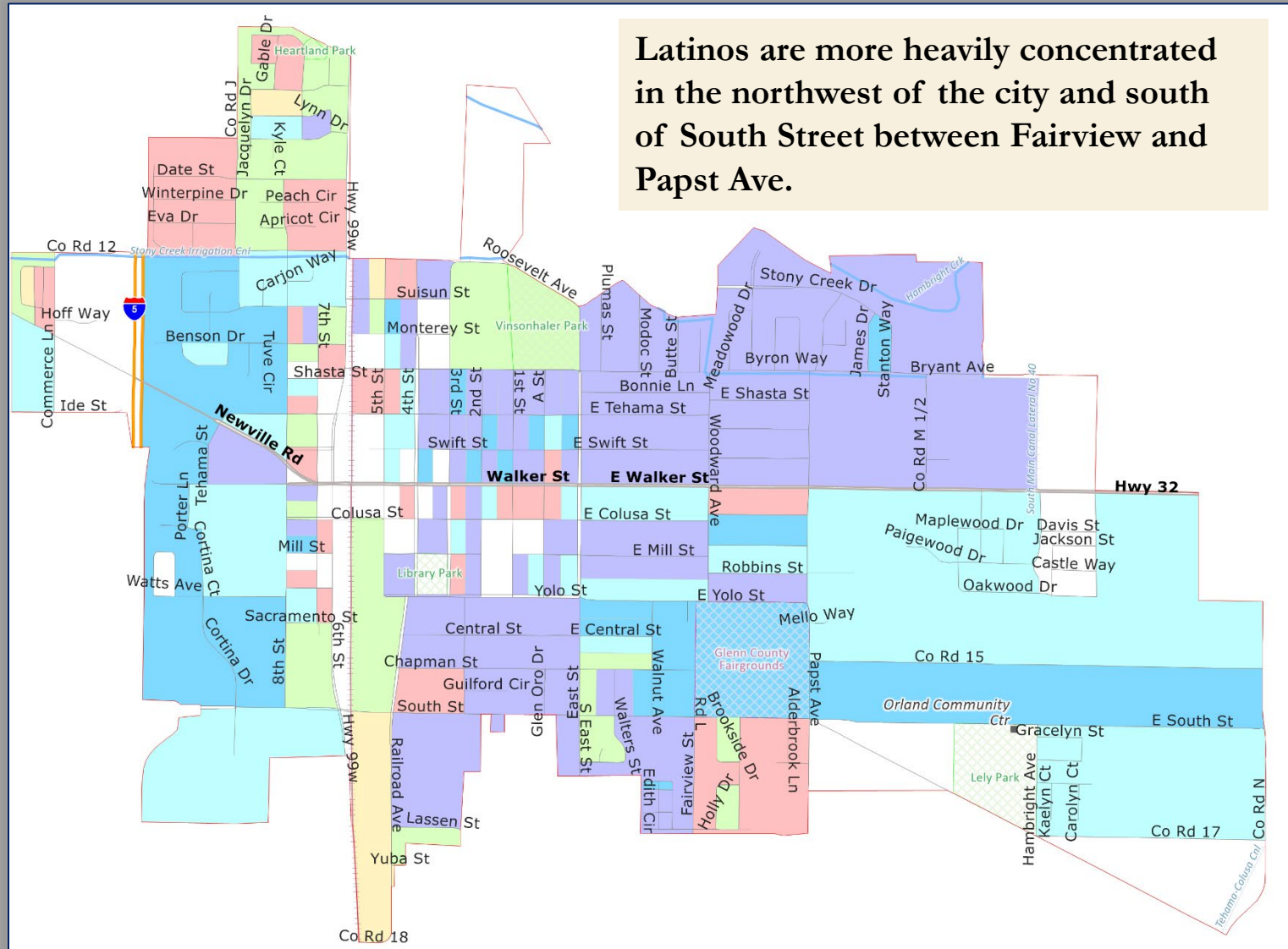
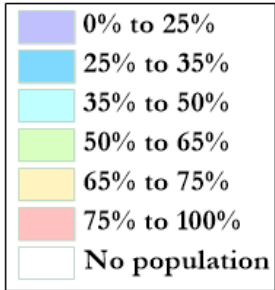
With five Council districts, each district must contain about 1,668 people.

If there are four Council districts (with a citywide-elected Mayor), each district must contain about 2,085 people.

| Category                      | Field             | Total          | Category  | Field                             | Total        |
|-------------------------------|-------------------|----------------|---|-----------------------------------|--------------|
| 2020 Census                   | Total Population  | 8,338          | Age   | age0-19                           | 34%          |
| Total Pop.                    | Hispanic/Latino   | 53%            |   | age20-60                          | 46%          |
|                               | NH White          | 39%            |   | age60plus                         | 21%          |
|                               | NH Black          | 1%             | Immigration   | immigrants                        | 18%          |
|                               | NH Asian/Pac.Isl. | 4%             |   | naturalized                       | 34%          |
|                               | NH Native Amer.   | 3%             | Language spoken at home   | english                           | 57%          |
| Citizen Voting Age Pop        | Total             | 4,374          |   | spanish                           | 41%          |
|                               | Hisp              | 35%            |   | asian-lang                        | 1%           |
|                               | NH White          | 61%            |   | other lang                        | 1%           |
|                               | NH Black          | 0%             | Language Fluency  | Speaks Eng. "Less than Very Well" | 15%          |
|                               | Asian/Pac.Isl.    | 1%             |   | Education (among those age 25+)   | hs-grad      |
| Native Amer.                  | 2%                | bachelor       | 12%   |                                   |              |
| Voter Registration (Nov 2024) | Total             | 3,763          | graduatedegree  |                                   | 3%           |
|                               | Latino est.       | 33%            | Child in Household  | child-under18                     | 44%          |
|                               | Spanish-Surnamed  | 29%            | Pct of Pop. Age 16+   | employed                          | 60%          |
|                               | Asian-Surnamed    | 1%             |   | Household Income                  | income 0-25k |
|                               | Filipino-Surnamed | 1%             | income 25-50k   |                                   | 22%          |
|                               | NH White est.     | 63%            | income 50-75k   |                                   | 23%          |
| NH Black                      | 0%                | income 75-200k | 36%   |                                   |              |
| Voter Turnout (Nov 2022)      | Total             | 2,036          | income 200k-plus  |                                   | 4%           |
|                               | Latino est.       | 21%            | Housing Stats   | single family                     | 85%          |
|                               | Spanish-Surnamed  | 19%            |   | multi-family                      | 15%          |
|                               | Asian-Surnamed    | 1%             |   | rented                            | 34%          |
|                               | Filipino-Surnamed | 1%             |   | owned                             | 66%          |
| Voter Turnout (Nov 2024)      | Total             | 2,651          | Total population data from California's adjusted 2020 Census data. Citizen Voting Age Population, Age, Immigration, and other demographics from the 2020-2024 American Community Survey and Special Tabulation 5-year data. Turnout and Registration data from California Statewide Database. "Latino" figures calculated by NDC using Census Bureau's Latino undercount by surname estimate. |                                   |              |
|                               | Latino est.       | 29%            |   |                                   |              |
|                               | Spanish-Surnamed  | 26%            |   |                                   |              |
|                               | Asian-Surnamed    | 1%             |   |                                   |              |
|                               | Filipino-Surnamed | 1%             |   |                                   |              |
|                               | NH White est.     | 67%            |   |                                   |              |
| NH Black est.                 | 0%                |                |   |                                   |              |

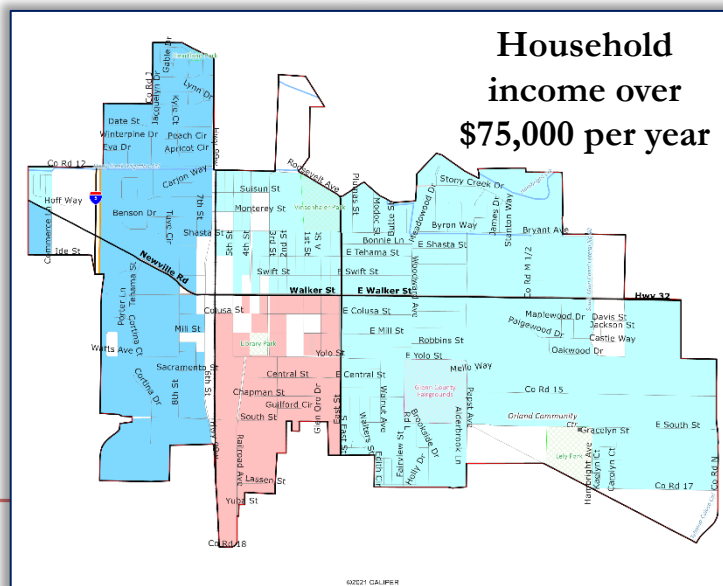
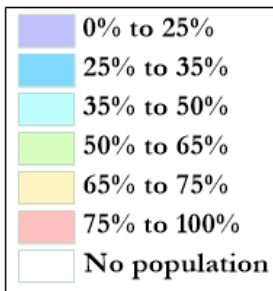
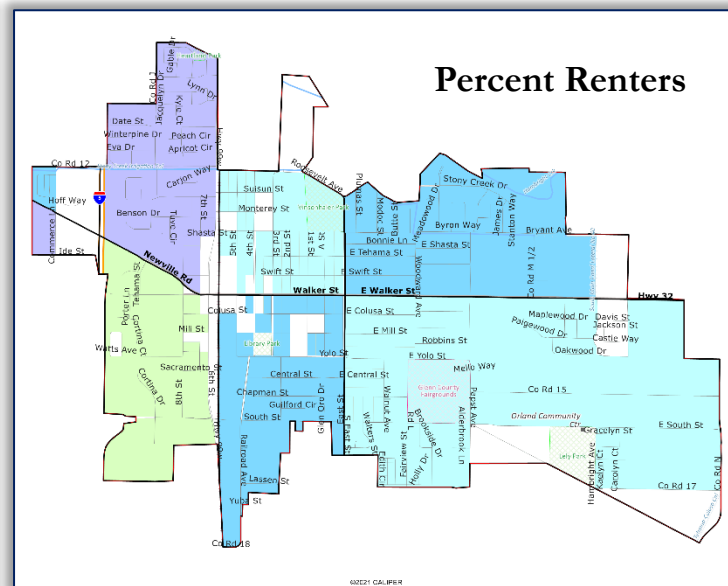
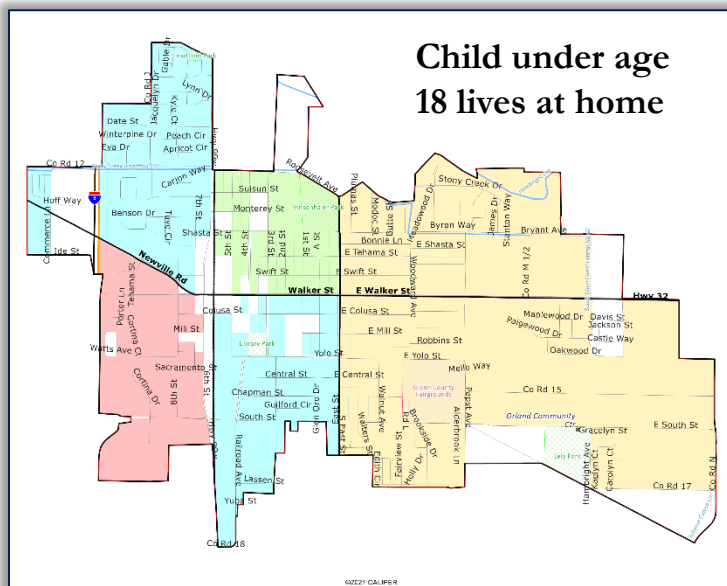
# Latino CVAP

Latinos are more heavily concentrated in the northwest of the city and south of South Street between Fairview and Papst Ave.



There are no geographic concentrations of Asian-Americans nor African-Americans in the city.

# Other Socio-Economic Demographics



# Defining Neighborhoods

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**1<sup>st</sup> Question: How do you describe or name the area where you live?**

**2<sup>nd</sup> Question: What are its geographic boundaries?**

**What other neighborhoods are there?**

**Examples of physical features defining a neighborhood boundary:**

- Natural neighborhood dividing lines, such as highway or major roads, rivers, canals and/or hills
- Areas around parks or schools
- Other neighborhood landmarks



# Defining Communities of Interest

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California Elections Code Section 21130(c)(2):

**A “community of interest” is a population that shares common social or economic interests that should be included within a single district for purposes of its effective and fair representation.**

The shared interests may include (but are not limited to):

- ❑ Shared public policy concerns such as education, public safety, public health, environment, housing, transportation, and access to social services. cultural districts;
- ❑ Shared socioeconomic characteristics;
- ❑ Similar voter registration rates and participation rates; and /or
- ❑ Shared histories.

Definitions of Communities of Interest may not include relationships with political parties, incumbents, or political candidates.

# Public Mapping and Map Review Tools

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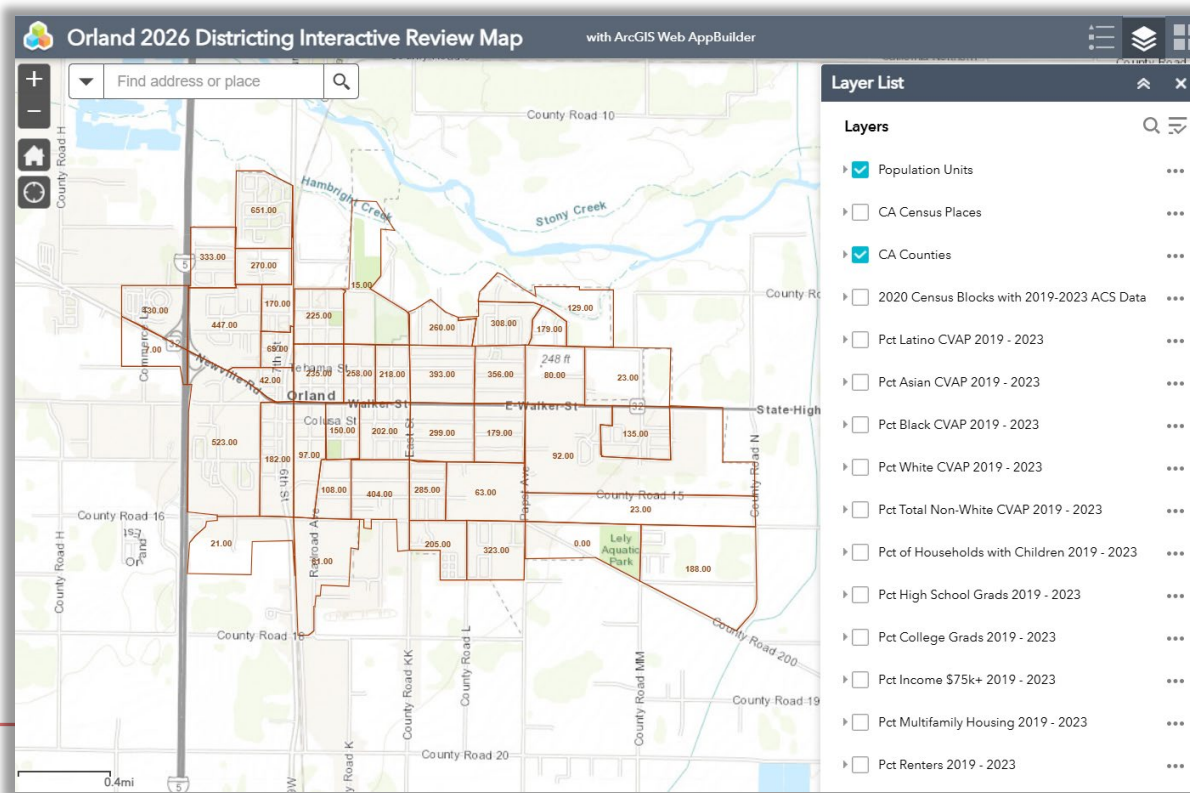
- **Different tools for different purposes**
- **Different tools for different levels of technical skill and interest**
  - Simple “review draft maps” tool
  - Easy-to-use “Draw your neighborhood” tool
  - Paper-based simple “Draw a draft map” tool
  - Powerful, data-rich online “Draw a draft map” tool
- **There are four-district and five-district options for each tool**

Whether you use the powerful (but complicated) online mapping tool, the paper kit, or just draw on a napkin, we welcome your maps!

# Simple Map Review Tool

## Online Interactive Review Map

- ESRI's "ArcGIS Online" – similar to Google Maps in ease of use
- Used to review, analyze and compare maps, not to create them
- Includes overlays of "community of interest" and other data





# Online Map Drawing Tool

Simple “paintbrush & eraser” tool. A 4-minute “how-to” video is on the website.

- Full demographic data available
- Create, collaborate and share your map
- Remember: you must send in the link to your map when you finish or the City has no way to know you drew a map.

**District Selector**

| District | Population | Deviation |
|----------|------------|-----------|
| Un       | 8,338      | -1,668    |
| 1        | 0          | -1,668    |
| 2        | 0          | -1,668    |
| 3        | 0          | -1,668    |

**District Details**

**Colors**

**Districts**

Map Colors  Only Current

Partisan Lean  Swing

Demo  Custom

**Precincts**

Partisan Lean  Swing

Demo  Custom

Opacity:

**Overlays**

Map  Dot Map

District Lines  Labels

Precinct Lines  Labels

County Lines  Labels

City Lines  Labels

Landmarks

Custom Overlays

**Block Details**

Block 1023

Total Pop (Adj) 2020

| Pop      | %         |
|----------|-----------|
| Total    | 11 100.0% |
| White    | 7 63.6%   |
| Hispanic | 0 0.0%    |
| Black    | 0 0.0%    |
| Asian    | 4 36.4%   |
| Native   | 0 0.0%    |
| Pacific  | 0 0.0%    |

Citizen VAP 2022

| Pop      | %         |
|----------|-----------|
| Total    | 8 100.0%  |
| White    | 11 137.5% |
| Hispanic | 0 0.0%    |
| Black    | 0 0.0%    |
| Asian    | 0 0.0%    |
| Native   | 0 0.0%    |
| Pacific  | 0 0.0%    |

Map saved to server.

© 2025 Social Good Fund for Dave's Redistricting. © Mapbox © OpenStreetMap Improve this map

# Four or Five Districts?

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## Current System:

- Orland voters currently vote for five Councilmembers
- Each year, the five Councilmembers decide on a Mayor for the next year
- Commonly referred to as a “rotating Mayor”

## “Elected Mayor” Alternative:

- The Mayor post would appear on the ballot as a separate office
- Voters would elect their district’s Councilmember every four years and a Mayor every 2 or every 4 years
- No significant change in Mayor’s powers: the city remains a Council – Manager form of government

## Options:

Option 1: keep the current “rotating Mayor” system and draw 5 Council Districts

Option 2: change to an “Elected Mayor” system and draw 4 Council Districts

# Advantages of Five Districts + Rotating Mayor

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1. Can encourage respect and cooperation among Councilmembers, because Councilmembers have an incentive to respect the Mayor's role and leadership knowing that each Councilmember will soon have their own turn to be Mayor.
2. Turn as Mayor provides opportunities for council members to become better informed and to provide a broader array of perspectives.
3. Provides opportunities to expand the knowledge and experience of city council members beyond just their district. (Less important in small cities.)
4. Less burdensome on a mayor who is otherwise employed.
5. Leadership perspective is not limited to single person for four years.
6. Eliminates there being more than one representative from a single district (the mayor and the councilmember).
7. Can avoid strain over roles between Mayor and City Manager.

# Advantages of 4 Districts + Mayor

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1. Elective Mayor provides continuity in leadership and representation with regional agencies.
2. Elective Mayor provides a more consistent and prominent ceremonial leader.
3. Elective Mayor provides leadership continuity for staff.
4. Elective Mayor provides constituents with two representatives who must earn their vote (the mayor and a council member).
  - ▣ It only takes one more vote to get a majority of the Council to support a proposal.
5. If a two-year term for Mayor, allows all voters to vote at every municipal election.
  - ▣ Four-year term saves money on off-year elections and provides more stability in leadership.
  - ▣ Four-year term give half of Council a “free pass” to run for Mayor, while the other half must choose between running for Council or Mayor.

# Your Turn:

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1. Do you prefer 4 districts with a citywide-elected Mayor, or 5 districts with a rotating Mayor?
2. What area do you consider your neighborhood?
3. What are your “communities of interest”?

For each answer, please provide:

- Geographic boundaries
- The history or defining shared characteristic of the area

In the absence of public testimony, planning records and other similar documents may provide definition.

1. Any other questions about the process, criteria, maps, or any other part of this process?



# Share Your Thoughts

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**Website**

**DrawOrland.org**

**Phone**

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**Email**

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